

THE UNUSED TREASURE
IN
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THE UNUSED TREASURE IN INDIA

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Unemployment has become a global problem and it has brought serious economic problems in developing countries. Most of the under-developed countries are basically characterised by the problem of unemployment and underemployment. The unemployment problem in developed countries is merely a social problem rather than an economic curse. In developing countries, unemployment differs from that in developed countries in its origin, form and composition. Different types of unemployment can be seen in under-developed countries which mainly arise from shortage of capital formation but in developed countries it arises largely from the deficiency in aggregate demand which is of a cyclical nature.¹

The incidence and magnitude of unemployment is primarily associated with the growth of capitalistic system of the economy.² The employment problem in developing countries has many more dimensions than have seemed essential for employment analysis in the developed countries. Unemployment has both economic and social implications that are universally recognised as harmful both to society at large and to the individual who is without work. It is not merely a social problem, it is a human problem also. The behaviour of modern economic growth and trend of modernisation have brought such a pattern of capital formation which ultimately requires mechanisation and this has created other

imbalances which perpetuated poverty. Generally, poverty is associated with the level of unemployment and underemployment which is the result of low level of savings and investments. Both poverty and unemployment have now acquired new heights and dimensions. Though the investment and output have grown at a high rate but the production-mix and technology-mix have been so capital-intensive that the employment did not grow pari-passu.³

In India, unemployment has become a complex phenomenon, which is relatively easy to notice but hard to define.⁴ The behaviour of economic growth in the capitalistic countries is causing an increase in poverty among the working population. The rapid technological change is widely regarded as a primary cause of unemployment.⁵ The problem of unemployment and underemployment has been a cause of serious concern for the government since independence. However, it is only recently that this problem has received the attention of a large number of economists. The employment oriented literature has appeared mainly after Third Five Year Plan. The main reasons for the neglect of a comprehensive study of employment related issues seem to be the emphasis on growth which was assumed to automatically solve the twin problems of unemployment and underemployment.⁶ To day, there is a stronger realization that economic growth alone, however rapid, can not vanish misery and unemployment and solve the social problems. For achieving socio-economic justice and national integration, a sound multi-phased programme for better utilization of human resource is a necessary task.

There have been different opinions regarding the definition or concept of unemployment. Some schools of thinkers feel that in economic sense, unemployment is absence of work for the able-bodied persons who are willing to work. Voluntary abstinence for the work does not constitute unemployment. Other scholars advocate that any person who is without work is named as unemployed. Whatever the views of classical thinkers or modern thinkers regarding the definition of unemployment, one can definitely agree that unemployment is an economic waste in modern sense.

Generally, the word employment is considered closely linked with the source of livelihood by which one meets his daily requirements. Whenever, a person becomes able to fulfil his requirements even without doing any work, the problem of employment does not arise and the person is not categorised as unemployed. The term employment seems more related to the individual level but the notion of human power utilization has its broader sense which keeps a significant place in the national economy in terms of prosperity, participation and progress. Suppose, a person has enough source of income for his disposal by one way or other. Naturally, he never seeks employment, in this case, the person concerned is not unemployed. But in economic sense in terms of national level, the productive asset (human power) is not being utilized and it is a state of unemployment. The problem of unemployment and under employment can be approached from two different stand points; i.e. from that of individual level and from that of community as a whole.

Unemployment is the major source of waste in our present economic system. Idle hands are the symptoms of economic waste.⁷ Unemployment in our country is not an isolated phenomenon. It is a part of general problem of under development and backwardness. Planners have sought to explain the growing gravity of this problem in various ways, e.g. rapid growth of population, a system of education which is not employment oriented, faulty planning, inefficient execution, people's aversion to manual labour, neglect of cottage and village industries, etc. A huge amount of money has been spent towards solving the problem of unemployment during the plan periods and in each plan greater attention has been given in this direction. Inspite of eliminating the problem in each Five Year Plan, the overall magnitude of problem has grown bigger. Some how it is felt that the planning strategy has failed to make optimum use of resources, money, men and material during the last 33 years of planned economic development. Behind it, the basic reason is that employment has been treated as a different item in growth process and the strategy programmes of generating employment have become isolated in the overall framework of planning activity. Productivity and employment are two wheels of the economic development process. Growth and employment should not be treated as separate objectives. It is being widely recognised now that overall growth in all sectors has been below the target and consequently unemployment is growing.

Productivity per worker has tended to grow around 2 per cent per year and average growth is about 3 per cent in last 30 years. Employment grows at the rate of 1 per cent per year while labour force is growing 2.5 per cent. Employment without increase in productivity is like pension and is inflationary.⁸ The strategy of employment creation should, therefore, form an integral part of overall strategy for economic growth. Economic growth in aggregate term leads to increase in economic welfare as shown by the reduction in the number and percentage of persons below the poverty line or decrease in unemployment and under employment. The magnitude of employment generation is a function of the amount of output produced and the type of technology used.

In any country, employment opportunities are always related with faster economic growth. At the same time strategy for equal distribution keeps a significant norm. Creation of employment opportunities through providing productive assets to the hands of workers is the essential feature of programmes for removing the poverty. Employment opportunity is a part of economic growth, the growth is the result of more production in each sector through appropriate technology and technology may be adopted in such a way that leads to the best utilization of human resource.

Economically, planned development aims at greater production, better distribution, higher level of living, maximisation of social welfare by balanced distribution of opportunities at regional, inter personal and inter-sectoral levels. A small

volume of productive employment is better than big volume of unproductive employment, ultimately the level of employment is determined by the level of production.⁹ The role of human resource in economic development occupies a very significant place. Prosperity is possible only through optimum utilisation of human resources. Human resource is like a treasure which can be put into a productive channel. The treasure is of no value when it is not used. Generation of employment opportunities and utilization of labour force in productive process are the twins which can be used as a device to remove poverty. Gunnar Myrdal said, "the main practical problem facing the planners and the governments - which they can approach in different ways, depending on their values, premises and their assessment of the facts and future prospects - is how to use more effectively the labour force that is now in agriculture and that is bound to increase forcibly a very rapid rate for decades ahead. Policies aimed at increasing average labour force must be formulated and implemented to raise the total output and also, as far as possible, output in relation to that (increased) labour input".¹⁰

Some of the economists are of the opinion that unemployment arises due to low investment in human capital. This may be so where shortage of adequate skill keeps the investment obstructed. Schultz said, "when poor countries enter on the process of developing a modern agriculture and industry, with notable exceptions, they invest too little in human capital, relative to what, they invest in non-human capital; skill and knowledge useful in

their economic endeavour are neglected as they concentrate on new plants and as a consequence, they fail often by a wide margin to attain their optimum rate of economic growth".¹¹ V.K. R.V. Rao says, "it is well known that the largest resource potential we have in our labourforce. It is equally well known that its development is most inadequate and largely skewed to the extent that it has been developed. It is true that it has brought the country a rich dividend non-resident Indian remittances by the new export industry of scientific, technological, professional and skilled workers both to the developed and developing countries".¹²

Man Power Planning :

A strategy for development of human resource is to be considered as an essential element for economic progress and national development. Human resource can prove more effective ingredient¹³ for economic progress through its development and at the same time the development of human resource requires proper man power planning to harness its capacity and efficiency. Man power planning¹⁴ is essential element in any strategy for national development either as a means of building up the skill required for economic progress or as a means of providing individuals with productive socially gainful employment. The use of human resource for industrialisation and modernised agriculture demands its education in science and technology. The enormous treasure of human resource in India can be kept in a productive process when it is properly trained and educated.

The human treasure can be diverted into the channel of more productive assets by creation of asset-based employment opportunities. The main objective of asset-based employment creation is to provide assets to the poor who do not find enough opportunities to earn wage income for their subsistence. Economists like V.K.R.V. Rao¹⁵ advocate the development of human resources through education is the key of economic development. Expansion in professional training facilities, higher education and skill formation has the benefit of turning unskilled labour supply into skilled and suitable to the practical needs of technologically changing economy.¹⁶

Labour Force in India :

Besides other factors, the number of persons demanding work in a country varies with the socio-economic norms and work participation practices. Factors affecting these norms of life may bring a change in voluntary offer of labour. In our country, due to following reasons,¹⁷ the percentage of persons demanding work in total population is more than those in developed nations.

- i) The households are very poor to afford a prolonged formal education to their children and their offer of labour begins earlier.
- ii) The income levels of households are embarrassingly poor and the parents direct their children to earn at the earlier age.
- iii) The traditional and crude method of agricultural production can absorb the unskilled and accommodates even immatured hands.
- iv) The normal working span of life is greater in India because even beyond the retirement age, labour continues to work.

The spread of technological change may reduce the labour force on one hand and may increase the participation in labour force by females on the other. The size and characteristics of labour force are related a long way with the level of economic development, sociological pattern and the demographic features of the population.

The labour force includes the active work force and chronic unemployment. For the Census year 1971 the labour force in India was estimated to have been 230.5 million. Of this, the work force was 226.9 million and chronic unemployment 3.6 million. Projections of labour force show that the labour force is likely to increase to 302.29 million in 1985. This means that 34.24 million persons will enter in the labour force of 268.05 million persons (1980) comprising of 191.32 million males and 76.73 million of females. Labour force is estimated on the basis of usual status participation rates. Estimates of participation rates for different age groups, for male and female, for rural and urban areas have been provided by N.S.S. Surveys on employment and unemployment during 1972-73 (27th round) and 1977-78 (32nd round). The annual addition to the labour force, which was roughly 4 million during 1961-71 and 5 million a year during 1971-81 and it will escalate to 5.9 or nearly 6 million a year in the next five years.

Unemployment in India :

The forms of unemployment in Indian economy are so varied that it is indeed difficult to place a precise estimate. For illustration, the figures in the live register of employment

exchanges have not included all those who are unemployed. There are many who had registered their names but have not renewed their names because of several reasons. Being urban based, the Employment Exchanges are generally not able to fetch all the rural persons who are seeking job opportunities. Similarly, there may be a few registered persons, who might have secured employment but might not have reported to Employment Exchanges. However, under this circumstances, the figures seem quite marginal and the number of unemployed in the country must be much higher than the figures recorded in any documents. The problem of under-employment is more painful than unemployment.¹⁸ On the other hand, in the case of disguised unemployment (prevalent in primary sector of economy) it is very difficult to establish in statistical recording with concrete shape unless the marginal productivity approach is exercised.

Sixth

The draft Five Year Plan (1978-83) document established that in March 1978 unemployment in India was 20.6 million person years, of which 16.5 million were in rural areas and 4.1 million were in urban areas. The rate of unemployment in 1972-73 measures as a rate of person years available, turned out to be 8.2 per cent in rural areas and 9 per cent in the urban areas. According to Raj Krishna, the estimates of unemployment in 1972-73 itself were equivalent to 20.4 million persons. The N.S.S. data described that the daily status unemployment was 8.95 per cent in 1972-73 and 8.18 per cent in 1977-78. The usual status unemployment was 4.34 per cent and 4.48 per cent in respective years.

The Committee on Unemployment, appointed by Government of India in 1970 to assess the extend of unemployment and under-employment put the likely number of unemployed persons in India in 1971 at 18.7 million, out of which as many as 9 million were totally unemployed while 9.7 million had work for less than 14 hours a week and therefore, were treated as unemployed. Area wise, 16.1 million were estimated to be in rural areas and 2.6 million in urban areas. The Bhagwati Committee report estimated unemployment to be of the order of 18.7 million including both unemployed and marginally employed. According to the report the estimated number of unemployed persons in rural sector may work out to more than 10 million.

The Sixth Five Year Plan puts the number of "daily status" unemployment in the age group of 5 and above in March 1980 at 20.74 million, out of total labour force of 268.05 million. The rate of unemployment works out at 7.7 per cent over the five years period from 1980 to 1985. The total number of unemployed matriculates, graduates and above at the beginning of 1980 was estimated by the Planning Commission at 3.47 million. This number is likely to go up to 4.66 million by the end of the plan period in 1985. The study of International Labour Organisation described that the situation of unemployment is most dramatic in populous developing countries such as India, where recorded unemployment rose by 10 million in 10 years.¹⁹

Unemployment under the plans: In the early years of Indian economic planning, the strategy of maximisation of employment opportunities was not considered to be an important direct

objective of planning. In the First Five Year Plan, it was thought that generation of employment would automatically follow the economic development and employment generation was treated as a by-product of economic growth.²⁰ The Second Plan gave a slightly better emphasis to the objective of employment generation. The Third Plan indicated that full utilization of man power resources can be achieved after a considerable period of development. The approach of the Fourth Plan to direct employment generation was also not definite and the plan was started with a backlog of at least 13.5 million unemployed. With the new entrants to the labour force during 1969-74, a total of 40.8 million persons were in the employment market during that period. It was for the first time during the Fifth Plan that the basic emphasis was laid on the removal of poverty and attainment of self-sufficiency rather than an simply increased investments. For this, employment generation was considered to be of vital importance. Growth was, therefore, treated as a function of employment instead of investment.

The major thrust of the Sixth Five Year Plan is on the removal of unemployment and underemployment. It is hoped that the poverty would be removed through providing gainful employment. The plan target of employment generation is 49.26 million person years for that the Planning Commission believes that in order to achieve this order of job creation, the rate of employment generation would be 5.3 per cent per annum. A key element of the employment strategy in the Sixth Plan is that a substantial amount of additional employment will be generated by the expansion

of agriculture through massive irrigation schemes with high degree of minor irrigation and largely expansion of allied sectors of dairying, forestry and fisheries.

Faster movement towards social justice and sharper focus on creation of more employment will be the main objectives of the Seventh Five Year Plan (1985-90) according to the document released by the National Development Council. Emphasis on rural employment through the National Rural Employment Programme, Rural Landless Employment Guarantee Programme and Integrated Rural Development Programme will continue. Employment Schemes will aim at creation of durable assets, skill formation and generation of permanent and continuing employment with progressively increasing income levels.

Unemployment has grown faster in urban areas, which may also be due to migration from rural areas to seek employment. As percentage of labour force, the daily status unemployment in Indian Urban Sector was found as 8.02 per cent among males and 13.63 per cent among females in 1972-73 and the figures have increased in 1977-78, which indicates that 9.41 percentage males and 14.55 per cent females were unemployed. (Table-6)

The white-collar unemployment : Most alarming form of unemployment, today, is educated unemployment. Its prevalence is omnipresent. Rural as well as urban sector is facing this drainage in resources. The educated unemployed represent the intellectual section of society, the frustration and discontentment of which paves the path of political instability as well as

an atmosphere of pessimism and loss of confidence in the government. Special feature of this type of unemployment is that it consists of those young job seekers on whom the society has invested its most scarce resources. The nature of educated unemployment may be understood with reference to the field of specialisation of job-seekers. The total number of educated unemployed (above matriculate and Higher Secondary) was 698856 in 1978-79 of which the maximum percentage (44.3) constituted of Art Graduates. The number of unemployed Medical Graduates and Post Graduates was 3340. Diploma and Degree holder Engineers were 42084 who were seeking employment in 1978-79, (see Table-9). The growth of unemployment is alarming because the outturn of educational institutions every year and required number of candidates have not been co-ordinated.

Rural Unemployment :

The problem of under employment in developing countries like India is equally serious as the unemployment. As high as 70 per cent of the total unemployment or underemployment belong to rural areas. Those who are under-employed include the landless labourers, small and marginal farmers and the small artisans. The problem of the educated unemployed both in urban and rural areas is equally serious. More than 40 lakh educated, that is, who have passed S.S.C. or equivalent examinations are unemployed. The pressure of population on land is already high and increasing thus resulting in larger surplus of workforce in rural areas. Therefore, the development of non-agricultural activities in the

rural areas is quite essential for providing employment opportunities and generating substantial incomes for their livelihood. Rural development has not been keeping pace with the increase in population. There is surplus labour sharing the same amount of work on the same limited land²¹ and since the mode of production is family-oriented, the tendency to share the same amount of work among more and more people persists. About the employment levels in agriculture, Lewis²² said, "in agriculture, the phenomenon shows itself in the smallness of the farms; the plot cultivated by the average family is so small that it can not fully occupy all the time of members of the family". The large proportion of labour force in India is engaged in agriculture marked for massive unemployment and this phenomenon is also seen in other developing countries.

Nurkse²³ in the context of under-employment in agriculture said, "in the broad dynamic sense, the marginal productivity of labour can, perhaps, be said to be negative". According to Leibenstein²⁴, there is a relationship between income, population and labour force and employment is the result of imbalance between them. He said, "any event that increases income will, at first, also increase the rate of population growth. This in turn, implies an increase in labour force, and both capital and land per worker are accordingly reduced. Further more, this tends to reduce income per capita, which depresses the 'induced' rate of population growth, if not the actual rate. The end result may be a sort of fluctuations around an equilibrium, subsistence income considered previously". The incidence of under-employment

can be seen in rural areas of hill region in Uttar Pradesh by level of employment. The per worker employment in rural areas was 168 days in a year²⁵.

The government has introduced various programmes from time to time to counter the problem of unemployment, particularly, in the rural areas, some of these programmes are being listed below:

1. Crash Scheme for Rural Employment. (CSRE)
2. The Operation Flood II Dairy Development Project.
3. Integrated Rural Development Programme.
4. Rural Artisan Programme.
5. Fish Farmer's Development Programme.
6. Minimum Needs Programme.
7. National Scheme of Training to Rural Youth for Self Employment.
8. Food for Work Programme.
9. National Rural Employment Programme.
10. Antyodaya Programme.

Though many programmes have been implemented to tackle the problem of unemployment and under-employment, but the magnitude of the problem could not be reduced. The huge amount of money has been invested in various type of programmes to generate employment opportunities, so that the problem of unemployment and poverty may be vanished but the benefits of increased investment in economic and social objectives do not necessarily go to those who need them most.²⁶

The Planning Commission has set up a 15 member steering group on Employment Strategy with Dr.C.M. Hanumantha Rao, member Planning Commission, as Chairman. The steering group will make

an overall assessment of employment and unemployment situation at the national as also the state and regional levels, including backward areas and Hill/Tribal areas and separately for Public and Private sectors. It is expected that the group will examine the progress of labour absorption particularly of educated man power and women in the organised and unorganised sector by industry. The steering group will formulate the elements of employment strategy consistent with the overall plan objectives and consider the feasibility of evolving a time-bound plan for fuller employment by 2000 A.D.

The Government of India announced two employment schemes,²⁷ one for self-employment of educated unemployed in urban areas and the other for landless labour. Under the scheme for educated unemployed, youngmen (Matriculates and above) upto the age of 35 years would be given bank loans upto Rs.25,000 for self-employment scheme in industries, business and services sponsored by the district industries centres. The scheme is expected to benefit 2 to 2.50 lakh educated unemployed per year. On the other hand, the scheme for employment generation among landless labour is for providing jobs during the hardship days of the lean agricultural season in the poverty prone areas. At least one member of each landless labour family is expected to get employment upto 100 days in a year.

Strategy to Utilize the Treasure for Productive Purposes :

The main reason for persistent unemployment and disguised unemployment is the decline labour intensity of our economy. Introduction of more employment intensive techniques through innovation and adaptation is suitable in our country which is endowed with enterpreneurial and engineering skills. It becomes imperative that more people should be engaged in productive employment of a type that will enable them to adopt self-reliant approach to satisfy their livelihood. In this regard, the strategy will be more viable which generates productive assets. To create productive assets of any kind in the hands of workers based on the location and resource specific will prove a significant tool for vanishing unemployment and poverty. According to M.L. Dantwala, the employment strategy for reducing unemployment has three basic components, viz.;

- i) a policy to maintain the highest feasible rate of growth;
- ii) a policy to make the pattern of production more labour intensive; and
- iii) a policy to regulate the technological change so that the rate of growth of employment is maintaince at a satisfactory level.

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The problems of disguised, seasonal and technological unemployment may be better understood as problems of low productivity, lack of mobility and dearth of work. Higher productivity in agriculture, industry and trade yields considerably higher G.N.P. and more employment. Even full employment of all able-bodied workers may not assure two meals a day when productivity is at its lowest ebb. Programmes for removing poverty and

unemployment call integrated efforts, sustained production and productivity in all sectors of economy.

In the urban areas, job opportunities could be generated by industrialisation and expansion of household industries. There seems large potential for employment in urban areas by encouraging the household activities, such as articles for decoration, things for day to day use, material for big industries and other goods which can earn foreign exchange also.

Planning strategy for labour surplus economy in the rural sectors (where overwhelming portion shelters) should have the objective of maximisation of employment opportunities. Out of about 350 million people below the poverty line, about 300 million live in the rural areas. Rural and agricultural sector which have a tremendous potential to generate productive employment have remained neglected. Several production oriented programmes like, small and minor irrigation, wells, bunding, terracing, afforestation, silviculture, horticulture, sericulture, dairy development, goat and sheep rearing, piggery, poultry, hatchery, cattle breeding, mushroom production, fisheries, etc., could be introduced through Integrated Employment Scheme. Development and expansion of social and economic infra-structure²⁸ may strengthen the employment generation programme. All these labour absorption programmes require concrete planning at grass-root level, effective implementation, active participation²⁹ from public and viable technology for the success. The solution of chronic problem of poverty and unemployment could be found in the fullest exploitation of untapped local resources.³⁰

Bhagwati Committee³¹ identified nine major areas as labour intensive, viz., minor irrigation, soil conservation, area development, dairying and animal husbandry, warehousing and marketing, forestry, fisheries, small scale and cottage industries³² and road development. Rural electrification, flood control, land improvement and reclamation, diversified farming, double cropping, social forestry and cultivation of medicinal plants are the main areas where special efforts can help in absorbing the unused treasure.

In a capitalistic system of economy, poverty is basically a result of deprivation of productive assets to the labour force and the increasing magnitude of unemployment. In the Indian context, poverty can not be eliminated through providing employment to the poor people on meagre wages, because wage levels are so low that one can not meet even his basic needs. The solution of unemployment and poverty lies on either generation of gainful employment on higher wages or creation of self-oriented³³ employment programmes or both. Economic betterment, being the first step to all round development, will have to be given first priority by a welfare government. Keeping in view, the prevailing conditions of growing unemployment and abject poverty, any effort aiming at economic development of the people will necessarily have to be backed with assured employment.

In our countryside, generally those households are poor or below the poverty line who are deprived of productive assets. By providing or developing renewable sources of income (product-

ive assets) to the poor households, the problem of rural poverty as well as magnitude of unemployment will be removed. In our villages, the renewable sources of income such as, animal husbandry, fishery, piggery, poultry, beekeeping, mushroom and vegetable cultivation, fruit cultivation, sericulture, plantation, social forestry, individual forestry, etc. have enough potential for generating employment and income. The renewable sources of income will provide not only long term employment and income to the poor households but it will open avenues for rural industrialisation. The only thing is that it needs concrete efforts, deliberate action and systematic planning on a micro-level. The unused treasure in our country may prove a boon for prosperity through effective man-power planning.

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APPENDIX

Table-1Labour force in India (1980 & 1985)

Category	1980 (Million)	1985 (Million)	Annual Growth Rate (%)
1. Rural :	215.93	240.57	2.19
Males	149.24	166.22	2.18
Females	66.69	74.35	2.20
2. Urban :	52.12	61.72	3.44
Males	42.08	49.72	3.39
Females	10.04	12.00	3.61
3. Total :	268.05	302.29	2.43
Males	191.32	215.94	2.45
Females	76.73	86.35	2.39

Source : Sixth Five Year Plan(1980-85), Govt.of India,
Planning Commission, New Delhi.

Table-2Age Group-wise Labour Force in 1980 and 1985

Age Group (Years)	Labour Force (Million)		Annual in- crease (%)
	1980 (March)	1985 (March)	
5 +	268.05	302.29	2.43
15+	251.41	285.07	2.55
15-59	236.95	268.22	2.51

Source : Sixth Five Year Plan(1980-85), Govt.of
India, Planning Commission, New Delhi,
Page 203.

Table-3

Projected Labour Force in India Including
Family Workers (in millions)

Year	All above 10 years of age	Only above 15 years of age	Only between 15 to 59 years of age
1961	188.74	175.53	165.00
1966	210.59	195.49	183.23
1971	238.77	220.88	206.26
1976	273.33	253.10	235.47
1981	313.25	290.89	269.71

Source : Report of Committee of Experts on Unemployment
Estimates; 1970; Appendix.

Table-4

Estimated Unemployment in March 1980

Concept	Unemployment in March 1980 (Millions)		
	(5+)	(15+)	(15-59)
Usual Status	12.02	11.42	11.31
Weekly Status	12.18	11.64	11.36
Daily Status	20.74	19.77	19.17

Source : Sixth Five Year Plan (1980-85) Govt. of
India, Planning Commission, Page 203.

Table-5

Usual Status Unemployment Rates by Residence,
Sex and Age-group During 1977-78
(Percentage)

Age- Group (Yrs.)	Rural Male	Rural Female	Urban Male	Urban Female	Rural	Urban	Male	Female	All
5-14	2.00	4.72	7.72	9.69	3.05	8.46	2.53	5.17	3.54
15-29	4.89	8.47	13.99	31.40	6.02	17.63	6.81	11.51	8.20
30-44	0.57	4.11	1.30	10.38	1.74	3.03	0.73	4.86	1.98
45-59	0.38	2.96	1.01	4.78	1.14	1.71	0.50	3.98	1.24
60 +	0.31	1.97	1.53	2.21	0.64	1.66	0.48	2.00	0.78
All ages	2.22	5.52	6.48	17.75	3.26	8.77	3.07	7.01	4.23

Source : Sixth Five Year Plan (1980-85), Planning Commission,
Government of India, New Delhi.

Table-6

Trends in Daily Status and Weekly Status Unemployment Rates During 1972-73 and 1977-78 based on N.S.S. 27th and 32nd rounds

Category	Unemployment Rates (Percentage)			
	Daily Status		Weekly Status	
	1972-73	1977-78	1972-73	1977-78
1. Rural Male	6.84	7.12	3.03	3.57
2. Rural Female	11.17	9.18	5.53	4.13
3. Rural	8.21	7.70	3.89	3.74
4. Urban Male	8.02	9.41	5.97	7.12
5. Urban Female	13.63	14.55	9.18	10.92
6. Urban	9.00	10.34	6.55	7.86
7. Male (Total)	7.08	7.59	3.63	4.29
8. Female (Total)	11.43	9.86	5.90	4.97
9. All India	8.95	8.18	4.34	4.48

Note : The Figures Relate to all Ages 5 years and above.

Source : Sixth Five Year Plan. Government of India, Planning Commission.

Table-7(A)

Plan-wise Magnitude of Unemployment in India
(Millions)

Five Year Plan	Backlog of Un-employment	New Entrants	Additional Employment Provided	The Gap
First Plan (1951-56)	2.3	9.0	7.0	4.3
Second Plan (1956-61)	3.2	11.4	10.9	4.5
Third Plan (1961-66)	7.1	17.0	14.5	9.6
Fourth Plan (1969-74)*	13.1	27.3	18.4	22.9
Fifth Plan (1974-79)	16.0	28.0	25.0	19.0
Sixth Plan (1980-85)	20.6	29.5	49.2	1.9

*Includes backlog of 4 million at the end of 1968-69

Source : Perspective Five Year Plans

Table-7 (B)Unemployment in India by 1971

(in millions)

Category	Total	Rural	Urban
1.Total No.of Unemployed	18.7	16.1	2.6
2.Total Labour Force	180.37	148.37	32.0
3.Unemployed as % of Labour Force	10.4	10.9	8.1

Source : Committee of Experts on Unemployment
1973

Table-8
Backlog of Unemployment, 1980 and Net Additions
to Labour Force 1980-85 (Usual Status Basis)

(Million)

Age Group	Backlog 1980	Net Addition 1980-85	Total
5+	12.02	34.24	46.26
15+	11.42	33.66	45.08
15-59	11.31	31.27	42.58

Source : Sixth Five Year Plan

Note :

According to the said plan document, the backlog of unemployment in 1980 and likely backlog by 1985 would be as given in above Table.

The figures mentioned in table are based on the registers maintained by the employment exchanges in the country.

Table-9Unemployment Among Educated (above Matriculation
and Higher Secondary) persons in 1978-79

Category	Number	Percentage to Total
1. Arts Graduates	3,10,251	44.3
2. Arts Post-graduates	34,676	5.0
3. Science Graduates	1,90,056	27.1
4. Science Post-graduates	14,824	2.1
5. Commerce Graduates	94,741	13.6
6. Commerce Post-graduates	3,330	0.5
7. Agricultural Graduates & Post-graduates	5,554	0.8
8. Medical Graduates & Post- graduates	3,340	0.5
9. Diploma Holder Engineers	36,050	5.2
10. Degree Holder Engineers	6,034	0.9
Total	6,98,856	100.0

Source : The Bank of India, Bulletin, Bombay, August,
1981.

Table-10

Daily Status Unemployment Rates by States
1977-78 Based on N.S.S. 32nd Round

Sl. No.	States/UTs.	Unemployment Rates (%)	Share of State in All India Unemployment (%)	Share of State in All India Labour Force (%)
1.	Tamil Nadu	15.59	16.48	8.65
2.	Andhra Pradesh	10.69	12.37	9.49
3.	Kerala	25.59	11.09	3.54
4.	Maharashtra	7.99	10.16	10.41
5.	West Bengal	10.15	9.08	7.33
6.	Bihar	8.01	8.71	8.91
7.	U.P.	4.12	7.01	13.92
8.	Karnataka	9.36	6.61	5.78
9.	Orissa	8.13	3.81	3.83
10.	Gujarat	6.24	3.80	4.99
11.	Madhya Pradesh	3.09	3.21	8.50
12.	Rajasthan	2.99	1.92	5.26
13.	Punjab	4.82	1.34	2.27
14.	Haryana	6.41	1.22	1.56
15.	Delhi	10.96	1.10	0.82
16.	Jammu & Kashmir	5.70	0.52	0.74
17.	Assam	1.81	0.47	2.15
18.	Goa	14.63	0.29	0.16
19.	Pondicherry	22.62	0.20	0.07
20.	Tripura	5.04	0.19	0.31
21.	Himachal Pradesh	1.92	0.16	0.66
22.	Manipur	2.00	0.04	0.18
23.	Chandigarh	4.94	0.02	0.04
24.	Arunachal Pradesh	0.35	0.01	0.11
25.	Meghalaya	0.41	0.01	0.24
26.	Nagaland	1.03	Neg	0.01
	All India	8.18	100.00	100.00

Notes : i) The data relate to all ages five and above.

ii) Totals of figures under cols. 3 and 4 may not add up to 100 due to incomplete data in respect of Union Territories.

Sources : Sixth Five Year Plan, (1980-85), Government of India.

Table-11Employment Exchange Statistics (1951-1983)

Year	No. of Employ- ment Exchan- ges	Registr- ation (lakhs)	Applic- ants on Live Re- gister (Lakhs)	Vacan- cies Noti- fied (Lakhs)	Placement by Establishment			Monthly Average of Empl- oyers Using Exchange (in '000)
					Public Sector (Lakhs)	Private Sector (Lakhs)	Total (Lakhs)	
1951	126	13.80	3.29	4.86	1.74	1.22	2.96	6
1956	143	16.68	7.59	2.88	1.42	0.48	1.90	5
1961	325	32.30	18.33	7.08	3.54	0.54	4.08	10
1966	396	38.70	26.22	8.52	4.39	0.68	5.07	13
1969	416	42.00	34.24	7.21	3.77	0.55	4.32	12
1971	437	51.30	51.00	8.14	4.59	0.48	5.07	13
1972	453	58.27	68.96	8.59	4.56	0.52	5.08	13
1973	465	61.45	82.18	8.71	4.79	0.40	5.19	13
1974	481	51.76	84.33	6.72	3.62	0.35	3.97	11
1975	504	54.48	93.26	6.73	3.66	0.38	4.04	11
1976	517	56.16	97.84	8.41	4.40	0.56	4.96	13
1977	528	53.28	109.24	8.04	4.18	0.44	4.62	12
1978	535	61.44	126.78	8.30	4.19	0.42	4.61	13
1979	546	61.27	143.34	8.79	4.29	0.36	4.65	13
1980	567	61.58	152.00	8.38	4.45	0.32	4.77	13
1981	592	62.72	178.88	8.96	4.68	0.36	5.04	14
1982	592	20.36	180.09	3.42	NA	NA	2.01	17

Source : 'The Economic Times' Statistical Survey of the Indian Economy 1984 Edited by Hannan Ejekiel, Vikash Publishing House Pvt.Ltd. New Delhi. Page 175.

Table-12

Percentage Distribution of Workers
by Industrial Category

(All India)

Industrial Categories	1901	1911	1921	1931	1951	1961	1971	1981
Agriculture & Allied	71.7	74.9	76.0	74.8	72.1	71.8	72.1	69.3
i) Cultivators	50.6	49.8	54.4	45.1	50.0	52.8	43.4	41.53
ii) Agrl. Labourers	16.9	20.6	17.4	24.8	19.7	16.7	26.3	25.16
iii) Other Services (in Agriculture)	4.2	4.5	4.2	4.9	2.3	2.3	2.4	2.6
Non-Agriculture	28.3	25.1	24.0	25.2	27.9	28.2	27.9	30.71
i) Mining & Quarrying	0.1	0.2	0.3	0.3	0.6	0.5	0.5	NA
ii) Manufacturing :	11.7	9.9	9.3	8.9	9.0	10.6	9.5	NA
a) Household	-	-	-	-	-	6.4	3.5	3.99
b) Other than household	11.7	9.9	9.3	8.9	9.0	4.2	6.0	NA
iii) Construction	0.8	1.0	0.9	1.0	1.1	1.1	1.2	NA
iv) Trade and Commerce	6.1	5.5	5.7	5.6	5.2	4.0	5.6	NA
v) Transport, Storage & Communication	1.1	1.1	0.9	1.0	1.5	1.6	2.4	NA
vi) Other Services	8.5	7.4	6.9	8.4	10.5	10.4	8.7	NA

Source : i) India Pocket Book of Economic Information, 1972.

ii) Census-1981, Provisional Figures

Table-13

Employment in the Public Sector
(as at the end of March)

(Figures in Lakhs)

By Branch of Public Sector	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
1. Central Government	28.41	29.18	29.39	29.39	30.47	30.82	30.96	31.34	31.78	31.95
2. State Governments	42.82	45.75	47.00	47.62	48.97	50.20	51.60	53.09	54.78	57.54
3. Quasi-Government	21.71	25.78	29.12	31.92	33.92	36.75	39.29	41.70	43.42	45.49
4. Local Bodies	19.14	19.00	19.28	19.41	19.85	19.89	20.15	20.63	20.80	19.86
5. Total	112.09	119.71	124.80	128.83	133.22	137.66	142.00	146.76	150.78	154.84

Source : Economic Survey, Government of India, 1982-83, Page 114.

Table-14

Employment in the Public Sector
(as at the end of March)

(in Lakhs)

By Industrial Classification Division	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
0. Agriculture, hunting, etc.	2.82	3.01	3.19	3.34	3.59	3.87	4.08	4.31	4.63	4.76
1. Mining & Quarrying	2.55	4.36	6.06	6.94	7.19	7.57	7.58	7.71	7.97	8.18
2 & 3. Manufacturing	8.80	9.62	10.27	10.19	11.13	12.26	13.55	14.16	14.46	15.02
4. Electricity, Gas and Water etc.	4.60	4.94	5.37	5.08	5.36	5.63	5.99	6.34	6.61	6.83
5. Construction	9.17	10.17	9.97	9.56	9.92	10.09	9.93	10.32	10.68	10.89
6. Wholesale and Retail Trade, etc.	3.76	4.16	4.49	0.53	0.56	0.76	0.83	0.99	1.10	1.17
7. Transport, Storage & Communication	22.52	23.03	23.13	23.64	24.18	24.67	25.20	25.97	26.51	27.09
8. Financing, Insurance, Real Estate, etc.	-	-	-	5.11	4.90	5.34	5.80	6.47	6.91	7.48
9. Community, Social and Personal Services	57.86	60.41	62.32	64.44	66.39	67.69	69.10	70.71	72.24	73.55
Total	112.09	119.71	124.80	126.83	133.22	137.66	142.00	146.76	150.78	154.84

Source : Economic Survey, Government of India, 1982-83, Page 114

Table-15

Employment in the Private Sector
(as at the end of March)

(in Lakhs)

By Industrial Classification Division	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
0. Agriculture, hunting, etc.	8.11	8.06	8.05	8.18	8.27	8.38	8.53	8.41	8.60	8.58
1. Mining & Quarrying	3.49	2.51	1.34	1.23	1.32	1.30	1.27	1.24	1.25	1.30
2 & 3. Manufacturing	39.82	41.04	41.79	41.11	41.58	41.65	43.21	44.33	44.17	45.45
4. Electricity, Gas and Water etc.	0.45	0.45	0.42	0.39	0.35	0.35	0.34	0.34	0.34	0.35
5. Construction	1.64	1.76	1.21	1.27	0.94	0.83	0.83	0.83	0.73	0.72
6. Wholesale and Retail trade etc.	2.96	3.11	3.18	3.09	2.87	2.75	2.74	2.81	2.74	2.77
7. Transport, Storage and Communication	0.85	0.79	0.77	0.79	0.74	0.71	0.61	0.71	0.71	0.60
8. Financing, Insurance, Real Estate, etc.	-	-	-	1.69	1.83	1.86	1.80	2.01	2.06	1.96
9. Community, Social and Personal Services	10.37	10.77	11.18	10.32	10.55	10.86	11.10	11.40	11.67	12.22
Total	67.69	68.49	67.94	68.08	68.44	68.67	70.43	72.08	72.27	73.95

Note : i) Coverage in Construction, particularly on private account is known to be inadequate.

ii) The National Industrial Classification (1970) has been introduced w.e.f. 1st April 1975 onwards are not comparable with those for earlier years. The data prior to March 1975, are based on Standard Industrial Classification (1960)

Source : Economic Survey, Government of India, 1982-83, Page 115.

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